SIXTH REPORT

STANDING COMMITTEE ON RAILWAYS
(1993-94)

(TENTH LOK SABHA)

MINISTRY OF RAILWAYS
(RAILWAY BOARD)

DEMANDS FOR GRANTS, 1994-95

22 APR 1994

Presented to Lok Sabha on ~~18 April, 1994~~
Laid in Rajya Sabha on 18 April, 1994

LOK SABHA SECRETARIAT
NEW DELHI

April, 1994/Chaitra, 1916 (Saka)

CORRIGENDA

Corrigenda to Sixth Report of the Standing Committee on Railways – Demands for Grants-1994-95

Page	Para	Line	For	Read

13. At the end of the table add :

3006

1. Appropriation to Railway Development Fund	435,00,000	370,17,47	536,54,19	235,00,00	220,00,00	-15,00,00	290,00,00
2. Appropriation to Railway Revenue Reserve Fund	-		-	-	-	-	-
3. Appppropria-tion to Capital Fund-Railways		70,87,67	-	19,60,00,00	1975,00,00	+15,00,00	1680,00,00
	14113,73,60	16114,73,06	16298,69,00	19454,52,00	18996,45,00	-458,07,00	20804,80,00

25	2.8	14	Rs.108	Rs.108 crores
25	2.9	1	after 1994-95	add (Rs.in crores)
25	2.9	9	2750	2700
26	2.9	12	-	90
26	2.9	16	Rs.1050	Rs.1050 crores
26	2.9	17	Rs. 1050	Rs. 1050 crores
26	2.11	6	Finance	Financial
28	2.22	8	decided	devised
29	2.26	8	N.A.	1619
30	2.30	5	primarily	for primary renewals
30	2.30	9	9,000	9,600
31	2.36	9	N.A.	505
32	3.39	6 from bottom	in crs.	in terms
36	2.59	8	after 1993-94 add	(Rs. in crores)
42		4 from bottom	Eklakhi-	Eklahi-Balurghat
44		bottom	Err	Err (delete)

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COMPOSITION OF THE STANDING COMMITTEE ON RAILWAYS
(1993-94)

CHAIRMAN

Shri Somnath Chatterjee

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Shri A.R. Antulay
4. Shri G. Madegowda
5. Smt. Santosh Chowdhary
6. Kumari Frida Topno
7. Shri Dileep Singh Bhuria
8. Dr. Kartikeswar Patra
9. Shri Ashok Gehlot
10. Shri Manku Ram Sodhi
11. Shri Allola Indrakaran Reddy
12. Shri B.K. Gudadinni
13. Shri Anand Ahirwar
14. Shri D.B. Shingda
15. Shri Tejsingh Rao Bhonsle
16. Shri Ram Naik
17. Shrimati Sheela Gautam
18. Shri Phool Chand Verma
19. Shri Mangal Ram Premi
20. Shri Shrish Chandra Dikshit
21. Shri Raj Narain
22. Shri Ramchandra Veerappa
23. Shri Brishin Patel
24. Smt. Girija Devi
*25. Vacant
**26. Shri Basudeb Acharia
27. Shri Ramashray Prasad Singh
28. Shri S.S.R. Rajendra Kumar
29. Shri Moreshwar Save
30. Shri P.C. Thomas

Rajya Sabha

31. Shri S.S. Ahluwalia
32. Shri V. Rajan Chellappa
33. Shri V. Gopalswamy

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*Vacancy caused consequent upon appointment of Sh. Ram Lakhan Singh Yadav as Minister w.e.f. 17.2.1994.

**Nominated w.e.f. 3 May, 1993 *vice* Shri T.J. Anjalose resigned.

***34. Shri Shamim Hashmi
35. Shri Mohinder Singh Kalyan
36. Shrimati Sarala Maheshwari
***37. Shri Radhakishan Malaviya
38. Shri Sarada Mohanty
****39. Vacant
40. Shri Satish Pradhan
41. Shri O. Rajagopal
42. Shri Kailash Narain Sarang
***43. Shri Abdul Samad Siddiqui

SECRETARIAT

1. Shri G.L. Batra — *Additional Secretary*
2. Shri R.K. Chatterjee — *Deputy Secretary*
3. Shri T.D. Dhingra — *Under Secretary*

***Ceased to be member w.e.f 3 April 1994 consequent upon their retirement from Rajya Sabha.
****Vacancy caused consequent upon resignation of Sh. Vishwasrao Ramarao Patil.

INTRODUCTION

I, the Chairman of the Standing Committee on Railways having been authorised by the Committee to submit the Report on their behalf, present their Sixth Report on Ministry of Railways - Demands for Grants, 1994-95.

2. In this Report, the Committee have reported on Demands for Grants 1 to 16 of Ministry of Railways. The Demands 1 to 15 which relate mainly to working expenses of Railways and appropriation to various funds of Railways etc. have been examined by the Committee generally, whereas Demand No. 16 which relates to works expenditure of Railways has been examined in detail *vis-a-vis* Annual Plans, Five Year Plans etc.

3. The Committee have noted that the Railways' gross traffic Receipts have been declining while working expenses of Railways have shown steady increase. The Committee have found that no serious efforts have been made by Railways to augment their Goods and Passenger Traffic Earnings on the basis of any perspective plan. Also the Railways have undertaken no systematic study about traffic growth. The Committee have recommended that annual study regarding growth of traffic, freight as well as passenger, should be undertaken to make the Budget Estimate an effective instrument of railway working.

4. The Committee have found that under Demand No. 16 relating to assets — acquisition, construction and replacement, large sum of money running into crores of rupees realised on account of sale proceeds of old material/scrap, are not accounted for as receipts of the Railway for financing various projects where additional funds are required. They have observed that investment under some of the important plan heads namely, new lines, doubling, passenger amenities etc. has been declining in recent years. The Committee have also found that actual utilisation of funds upto January, 1994 under certain important heads namely, passenger amenities, workshops, including production units and plant and machinery has been quite low. The Committee further wish to reiterate the conclusion and recommendations as contained in their five reports already presented to the House.

5. The Committee took evidence of the representatives of the Ministry of Railways (Railway Board) on 16.3.1994, 17.3.1994, 29.3.1994, 30.3.1994 and 31.3.1994, and the Planning Commission on 18.3.1994 in connection with the examination of the above subject.

6. The Committee wish to express their thanks to the officers of the Ministry of Railways (Railway Board) and the Planning commission for furnishing the

material and information which they desired in connection with examination of the subject and sharing with the Committee their views concerning the matters which came up for discussion during evidence.

7. The Report was considered on 6 and 7 April and finally adopted by the Standing Committee on Railways on 7 April, 1994. For facility of reference, the recommendations/ observations of the Committee have been printed in thick type.

NEW DELHI :
April 7, 1994

Chaitra 17, 1916 (Saka)

SOMNATH CHATTERJEE,
Chairman,
Standing Committee on Railways.

REPORT

PART I

REVENUE RECEIPTS & EXPENDITURE ON RAILWAYS

Introductory

1.1 On September 20, 1924, a resolution was adopted in the then Central Legislative Assembly, separating the Railway Finances from General Finances primarily to secure stability for civil estimates by providing for an assured contribution from Railway Revenues and to enable the Railways to carry out a continuous Railway Policy and to introduce flexibility in the administration of Railway Finance.

The Assembly *inter alia* recommended that the Railway Budget shall be presented to the Legislative Assembly, if possible in advance of the General Budget and separate days shall be allotted for its discussion.

1.2 Consequent upon the adoption of the above resolution the Railway Budget is presented separately before the General Budget.

The Railway Budget statement gives the total revenue receipts, revenue and works expenditure, distribution of excess of receipts over expenditure and position of various funds which the Railways are keeping with the Central Government.

The Revenue receipts of the Railways consist of earnings from passenger traffic, other coaching earnings, earnings from goods traffic and sundry other earnings. There are also miscellaneous receipts like receipts of Railway Recruitment Boards, etc.

1.3 The estimates of expenditure are included in the Budget statement and are contained in 16 Demands for Grants enumerated below:

No. of Demands	Name of Demands
1	2
1	Railway Board.
2	Miscellaneous Expenditure (General).
3	General Superintendence and Services on Railways.

1	2
4	Repairs and Maintenance of Permanent Way and Works.
5	Repairs and Maintenance of Motive Power.
6	Repairs and Maintenance of Carriages and Wagons.
7	Repairs and Maintenance of Plant and Equipment.
8	Operating Expenses — Rolling Stock and Equipment.
9	Operating Expenses — Traffic.
10	Operating Expenses — Fuel.
11	Staff Welfare and Amenities.
12	Miscellaneous Working Expenses
13	Provident Fund, Pension and other Retirement Benefits.
14	Appropriation to Funds.
15	Dividend to General Revenues, Repayment of loans taken from General Revenues and Amortisation of over-capitalisation.
16	Assets - Acquisition, Construction and Replacement.

1.4 The expenditure incurred by the Railways is on Revenue Account and on Works Account. The Revenue Account consists of ordinary working expenses incurred by the various Departments of the Railways in their day to day working, other miscellaneous expenditure like the expenditure on Railway Board, Audit, Surveys and other miscellaneous establishments and payment as regulated by contracts to lines which are not owned by the Railways and are either worked by the Indian Railways or companies concerned. All these expenditures are contained in Demands 1 to 13 of the Demands for Grants. The Revenue Account also includes appropriation to the Depreciation Reserve Fund, the Pension Fund, the Development Fund and the Capital Fund and dividend paid by the Railways to General Revenues (Demands 14 and 15 of the Demands for Grants).

1.5 The expenditure incurred by Railways on Works Account is contained in Demand 16 of Demands for Grants.

1.6 The Standing Committee on Railways have examined the Railway

Budget for 1994-95 which was presented to the House on 24.2.1994. With a view to submitting a Report to the House in time to enable the Hon'ble Members to consider the same before the Railway Budget is discussed, the Committee decided to examine the Demands 1 to 15 generally and Demand No. 16 in detail. The Committee took oral evidence of the representatives of the Ministry of Railways and also of the Planning Commission to scrutinise the Demands for Grants in relation to the Annual Plans, Five Year Plans, etc.

Railway Budget, 1994-95

1.7 In the Railway Budget for 1994-95, it has been proposed to mobilise an additional revenue of Rs. 997 crores during 1994-95 through increase in fares and freight rates.

According to the Ministry of Railways, the tariff proposals will yield the additional Rs. 997 crores out of which Rs. 821 crores will be raised by increased freight rates and Rs. 176 crores by increased passenger fare.

1.8 The official estimates envisage that on an average, the freight tariff increase will be under ten percent, while the passenger fares will go up by less than six percent.

1.9 Additional revenue mobilisation efforts made by the Railways through increase in fare and freight, since 1985-86 are enumerated below:

Amount (Rs. in crores)

Budget	Fare	Freight (Goods and other coaching)	Total
1985-86	153	342	495
1986-87	76	320	396
1987-88		No increase	
1988-89	358	264	622
1989-90	No increase	876	876
1990-91	360	487	847
1991-92	235	349	584
1992-93	612	694	1306
1993-94	373	1438	1811
1994-95	176	821	997

Social Objectives of Railways

1.10 In his Budget Speech, the Minister of Railways has stated that the Indian Railways not only provide basic infrastructure for the economic growth of the

country but also serve as an instrument for fulfilling various social and national objectives while at the same time, it is expected to run as a business organisation.

1.11 Asked to clarify various social objectives and social obligations, the Chairman, Railway Board enumerated the social services and social obligations as follows:

(i) running of loss making passenger services;

(ii) running of un-economical branch lines carrying certain types of freight traffic much below the cost; and

(iii) sharing 50 per cent cost of government railway police (though this organisation belongs to the State Government) in addition the railways run educational institutions such as schools, provide medical services etc.

According to him, the total burden of Indian Railway on this account came to about Rs. 2,200 crores in 1992-93.

1.12 Asked to clarify if the development of backward areas is considered to be a social obligation, the Chairman stated that certain projects are taken up by the Railways without the expectation of adequate rate of return, which are basically in the nature of social obligation of meeting the needs of the backward areas. According to him, most of the projects otherwise are taken on the basis of adequate rate of return, which means, investment has to be remunerative.

1.13 Further asked to explain how a project selected on the basis of economic evaluation or social obligation could be given up midway the Chairman submitted "We would not normally give up a project which has been once assessed and found necessary either on commercial requirement or on account of social objective unless in the meanwhile in a dynamic situation where some other solution has come up, which may render a particular investment unnecessary or that investment replaceable by a more remunerative investment".

1.14 Asked to explain if the railways have laid down any guidelines to identify backward areas for the purpose of their development by way of fulfilling social objectives etc., the Chairman, Railway Board, stated that "there are no written guidelines regarding the social obligation of the Railways" and added that the suggestions for providing services to backward areas come from State governments and Railways make assessment in the field, basically on the traffic potential as to whether it is commercially viable or not. *Suo motu* they do not themselves draw up any project. In case of Central subjects, the recommendations come from appropriate Ministry to Railways.

REVENUE RECEIPTS OF RAILWAYS

1.15 The comparative statement of Revenue Receipts from Railways during the last three years and budget estimates for 1994-95 are given below:

(In thousand of Rupees)

Head	1991-92 Accounts	1992-93		1993-94		Increase/ Decrease of B.E. over R.E. in 1993-94	1994-95 B.E.
		Actual	B.E.	B.E.	R.E.		
1	2	3	4	5	6	7	8
1002 & 1003							
Passenger Earning	3684,61,60	4315,07,92	4648,00,00	5110,00,00	4865,00,00	-245,00,00	**5138,00,00**
Other Coaching Earning	398,42,91	423,93,14	415,00,00	460,00,00	455,00,00	-5,00,00	**473,00,00**
Goods Earning	9462,13,48	10903,04,26	10568,00,00	13173,00,00	12830,00,00	-343,00,00	**14289,00,00**
Sundry other Earnings	302,40,17	371,11,66	293,00,00	343,00,00	355,00,00	+12,00,00	**369,00,00**
Total	13847,58,16	16013,16,98	15924,00,00	19086,00,00	18505,00,00	-581,00,00	**20269,00,00**
Suspense	(-)117,84,55	-324,73,18	-40,00,00	(-)65,00,00	+80,00,00	+145,00,00	**+125,00,00**
Gross Traffic Receipts of Indian Rlys.	13729,73,61	15688,43,80	15884,00,00	19021,00,00	18585,00,00	-436,00,00	**20394,00,00**

1	2	3	4	5	6	7	8
1001							
Indian Railway Misc. Receipts							
1. Other Receipts from Subsidised companies	4,88	3,32	5,00	2,06,00	4,00	-2,02,00	2,06,00
2. Railway Rectt. Board	1,29,17	1,33,84	1,62,00	1,72,00	1,52,00	-20,00	1,53,00
3. Misc. Receipts.	4,53,46	11,55,09	2,60,00	3,89,00	4,43,00	54,00	4,11,00
4. Receipt from surcharge on passenger traffic	66,36,39	60,76,15	71,00,00	67,00,00		-67,00,00	
5. Subsidy from Central Revenues towards dividend reliefs and other concessions	311,76,09	352,60,86	339,40,00	358,85,00	405,46,00	46,61,00	403,10,00
Total Misc. Recpt.	383,99,99	426,29,26	414,67,00	433,52,00	411,45,00	-22,07,00	410,80,00
Total Receipts	14113,73,60	16114,73,06	16298,67,00	19454,52,00	18996,45,00	-458,07,00	20804,80,00

1.16 The Gross Traffic Receipts of Railways have shown a decline in Revised Estimates for 1993-94 over Budget Estimates for the same year from Rs. 19021 crores to Rs. 18585 crores. The Actual Gross Traffic Receipts for 1992-93 had also shown a decrease from the Budget Estimates for 1992-93 by about Rs. 200 crores. This had been caused by the decline in freight and passenger traffic from the anticipated quantums in budgets for the two Consecutive years 1992-93 and 1993-94.

1.17 Explaining traffic performance for 1992-93, the Minister of Railways in his budget speech has stated:—

> "The projected traffic did not grow to the extent expected during the year largely due to disturbances in some parts of the country. As a result, our target of revenue earning freight traffic was scaled down at the Revised Estimates stage from 354 to 350 million tonnes. This revised target, which was 12 million tonnes more than the traffic carried in 1991-92 was achieved. However, passenger traffic which was initially expected to record a growth of 5% in 1992-93 turned out to be marginally less than the level in 1991-92."

1.18 While explaining the traffic prospects for 1993-94, the Minister of Railways further indicated that:—

> "I had expected that the drop in traffic last year would pass off as a temporary phenomenon. We accordingly fixed a target of 370 million tonnes of earning freight traffic for the year 1993-94, keeping in view the target of 418 million tonnes fixed by the Planning Commission for the terminal year of the Eighth Plan. But the trend of traffic growth continues to be below expectations. Consequently, the target is now placed at 362 million tonnes. Similarly, the growth in passenger traffic as forecast in the budget is also not going to materialise."

1.19 As regards the projections for traffic in 1994-95, the Minister of Railways stated:—

> "In 1994-95, the Railways are expected to carry 380 million tonnes of revenue earning originating traffic, 18 million tonnes more than the traffic of 362 million tonnes likely to be lifted in the current year. As regards passenger traffic, a growth rate of 2% over the traffic likely to be carried this year is anticipated.
>
> On the basis of these traffic projections, the gross traffic receipts at the current fares and freight rates are estimated at Rs. 19397 crores an

increase of Rs. 812 crores over the Revised Estimates of the Current Year."

1.20 Explaining the reasons for fall in freight traffic in 1993-94, the Chairman, Railway Board during the course of evidence stated:—

> "The freight traffic, as far as the core sector commodities that we carry is concerned, except for coal which did show a growth, remained below what was anticipated or rather did not grow as far as it was anticipated and what we had planned for. This was true for the latter part of 1992-93. I would say in the last four or five months of 1992-93 we found that the growth rate has suddenly slowed down. This continued into 1993-94 and was only thing over the last couple of months that this trend has been reversed except in the case of coal. It is because of this that we had to scale down our target of freight traffic from 370 million tonnes to 362 million tonnes."

Asked the basis on which the revised lower targets have been fixed the Chairman, Railway Board elaborated:—

> "There were two factors in this. One was that the demand for this type of traffic was not as much as had been anticipated and planned for. The second factor which also affected our earnings—though as an economic indicator it is a healthy thing for the economy as a whole was the decline in the average distance the traffic has been carried which we call the lead. The earnings of the Railways are product of the tonnage carried and the average lead because we got our revenue on tonnage kilometers. It did not go to the distance because of which tonnes kilometer declined. On account of the new linkages which we established or the closing of the distance between the production centres and the consumer centres, a new pattern of distribution developed."

Showing optimism for traffic to pick up during February and March 1994, the representatives of the Ministry of Railways stated:—

> "After January, the traffic which is there now is almost at the level which we would have targetted that is 370 million tonnes."

1.21 The Committee enquired about the basis on which the Ministry had projected 6% growth in passenger traffic in 1993-94 when even the targets for 1992-93 were not met, the Ministry in their written note stated:—

> "Growth in passenger traffic is projected in terms of passenger Kms. During the period 1988-89 to 1991-92, there is more than a simple rate

of growth of 6% per annum as the passenger kms. increase from 263.73 billion passenger kms. in 1988-89 to 314.6 billion passenger kms. in 1991-92 as under:—

Year	Total passenger on Kms. (B.P. Kms.)	%age growth over the last year
1988-89	263.731	
1989-90	280.848	+ 6.49%
1990-91	295.644	+ 5.27%
1991-92	314.564	+ 6.4%

At the time when Annual Plan 1993-94 was being prepared, the data available for 1992-93 was only 3 months and it could not be presumed that a downward trend seen in these 3 months would continue throughout the year leading to a drop of almost 5% in passenger kms. in 1992-93 and thus rate of growth obtained in the previous 3 years for which firm data was available, was adopted."

1.22 The Committee enquired how the projections are made on passenger fares and freight traffic, the representative of Ministry of Railways during the evidence stated:—

> "The anticipation or the project of traffic is a combined exercise which is undertaken by the Railway Ministry on the one hand and by the Ministry concerned with major traffic components or rather major commodities on the other hand and the Planning Commission on the third hand."

1.23 Asked whether any study had been undertaken by Railways on the impact of rise in passenger and freight rates on the traffic (in 1993-94) the representative of Ministry of Railways stated:—

> "We did make some studies and we discovered that in certain distances there was a sharp decline in the number of passengers. There was a distance slab between 25 and 40 kms., where the fare jumped from Rs. 4/- to Rs. 7/-. So, it became counter productive. This happened to be a suburban area with heavy traffic. But this fare revision has no impact as far as long distance traffic is concerned.
>
> One more point is that till about December, 1993 we had minus 0.3 percent growth. But we have come up to 1.1 per cent upto January

> 1994, that means, we have already overcome the last eight months shortfall. By the end of March, we hope, we would end up at 2 per cent or 2.5 per cent. That is why, we have kept the growth rate at 2 per cent."

1.24 The Committee wanted to know how the Railways expect that with further rise in freight rates there will be greater turnover of goods traffic, the witness stated:—

> "We consider that transportation is a derived demand, we depend upon the forecast of other Ministries and what they want. They indicate to us. This is what they would like us to carry. The Planning Commission finally decide as to how much money Railways would require to develop the infrastructure to give the necessary support."

Explaining further, the witness stated:—

> "We make all efforts but it is a question of infrastructure. It has a certain originating and destination points and we know these are the areas of production and consumption. This is where the goods have to be moved and if we are not giving resources to move it then obviously either the economy will suffer for lack of development of infrastructure or as transportation will become a bottleneck."

1.25 On being asked if there was any study made in the Railway Board to see whether there is diversion to road traffic due to increase in fares and freight rates, the witness stated:—

> "No separate study is commissioned for this purpose. But there are assessments made by General Managers and Divisional Managers to see how the fares would affect the traffic."

1.26 The Committee pointed out that since the Railways were supposed to run on commercial lines, did not the Ministry or the Board think that such a Study ought to have been made, the witness replied:—

> "We have a marketing organisation which keeps on monitoring these trends and reports back. This is an on-going process."

He added:—

> "We have an organisation *viz.*, the Commercial Department, which is supposed to do this particular work. We do study all the consequences. Right now, we are undertaking the exercise for reform and restructur-

ing of the administrative set up to give more emphasis to this part of our functions only."

The witness further elaborated:—

"I may submit that we check the effect of fare increase on each and every commodity to see that we do not burden the price of the commodity so much with transportation charge that it gets diverted to road traffic. In a competitive market we do see how much it costs by other transportation methods and we take care that we do not go out of line. We see it to that the customer can bear it."

1.27 The Comptroller and Auditor General of India in his Report (No. 10 of 1993) for the year ended 31 March, 1992 *inter alia* has indicated the steady decline in the share of railways in the total land freight traffic of the country.

Asked to confirm this position, the Ministry of Railways (Railway Board) in a written note stated that "the Railways have no system of maintaining such statistics. Enquiries with Planning Commission have also been in vain. It is, therefore, not possible to give the figures asked for" and preferred to forward to the Committee the total land freight and passenger traffic as given in the Economic Surveys for the year 1991-92, 1992-93, and 1993-94, which reads in follows :

Year	Freight	Passenger	Source
1991-92	50%	20%	Para 8.51 of Economic Survey Report, 1991-92.
1992-93	50%	20%	Para 8.72 of Economic Survey Report, 1992-93
1993-94	40%	20%	Para 81 of Economic Survey Report, 1993-94

Expenditure on Railways

1.28 The Working Expenses on Railways have shown a decline in R.E. of 1993-94 over the B.E. of the same year from Rs. 11,955 crores to Rs. 11,755 crores. However, the Railways have made an outlay of Rs. 11307 crores in B.E. of 1994-95.

The following statement gives the expenditure incurred by Railway from Revenue during 1991-92, 1992-93, 1993-94 and 1994-95.

(In thousands of Rupees)

Head	1991-92 Accounts	1992-93 Actual	1992-93 B.E.	1993-94 B.E.	1993-94 R.E.	Increase/ Decrease of B.E. over R.E. in 1993-94	1994-95 B.E.
1	2	3	4	5	6	7	8
3002 & 3003							
1. Ordinary Working Exp.	9209,18,47	10480,07,81	10460,00,00	11955,00,00	11755,00,00	-200,00,00	13307,00,00
2. Appropriation to Depreciation Reserve Fund	2000,00,00	2300,00,00	2300,00,00	2400,00,00	2100,00,00	-300,00,00	2300,00,00
3. Appropriation to Pension Fund	1180,00,00	1200,00,00	1200,00,00	1500,00,00	1500,00,00	—	1700,00,00
3001 A & B							
IR-Policy Formulation, Direction, Research and other misc. organisation	84,16,44	87,80,35	92,67,00	106,52,00	105,45,00	-1,07,00	110,80,00
Appropriation to Accident, Compensation, Safety and Passenger Amenities Fund	66,36,39	60,76,15	71,00,00	—	—	—	—

3004							
Open Line Works Revenue	33,07,04	30,66,01	45,00,00	45,00,00	42,00,00	-3,00,00	45,00,00
3005							
Payment to General Revenue							
1. **Current Dividend**	1005,50,22	1146,74,35	1123,98,35	1208,95,49	1273,34,99	+64,39,50	1346,35,01
2. **Payment of post 1978-79 Defered**	74,47,54	341,98,26	416,45,81	—	—	—	—
Dividend Liability							
3. **Payment in lieu of Passenger Fare Tax**	23,12,00	23,12,00	23,12,00	41,15,00	23,12,00	-18,03,00	23,12,00
4. **Contribution to Railway works Funds**	2,85,50	2,52,99	2,89,65	2,89,51	2,53,01	-36,50	2,52,99

1.29 The Minister of Railways in his budget speech has stated:

> "While Railways are trying to bridge this gap by more innovative marketing, they have responded quickly to the decline in traffic earning by successfully bunching well directed strategies for effecting all round operating efficiency of the system and bringing about economies in working expenses. As a result, a saving of approximately Rs. 200 crore is expected in the ordinary working expenses, even after absorbing post-budgetary factors like interim relief and electricity tariff hikes, which is no mean achievement. Accordingly, the estimate of ordinary working expenses is being brought down from Rs. 11,955 crores to Rs. 11,755 crores."

1.30 The Committee wanted to know as to what contributed to the decrease in ordinary working expenses in Revised Estimates of 1993-94, the Ministry of Railways in a written note stated:

> "With a shortfall anticipated in Railways' performance a saving of Rs. 200 crores has been envisaged in ordinary working expenses in R.E. 1993-94 over B.E. 1993-94. Broad areas where this saving is likely to be achieved are materials (Rs. 134 crores) and fuel (104 crores) offset partly by increase due to PLB and other staff expenditure."

1.31 As regards the reasons for proposing a higher amount as ordinary working expenses in 1994-95, the Ministry stated:

> "Ordinary Working Expenses in 1994-95 have been placed at Rs. 13307 crores, higher than the Revised Estimates of 1993-94 by about Rs. 1552 crores or about 13%. The increase is to provide for increase in staff costs mainly due to higher rate of Dearness Allowance and full year impact of Interim Relief (Rs. 544 crores): more expenditure on fuel due to increase in activity and prices (Rs. 430 crores) increase in materials (Rs. 172 crores) more payments to Indian Railway Finance Corporation (Rs. 205 crores) and other costs due to increase in activity and price (Rs. 201 crores)."

Budgetary Support to Railways

1.32 The Ministry of Railways have furnished the following information in regard to financing of Annual plans during the period from 1992-93 to 1994-95 from internal generation of resources, market borrowings and Budgetary support.

(Figures in Rs. crores)

	Internal generation	Market borrowing	Budgetary support	Total Plan Size
1992-93 (BE)	2575	1200	1925	5700
1992-93 (RE)	2813	962	1935	5710
1992-93 (Act)	2548	1025	2589	6162
1993-94 (BE)	4640	900	960	6500
1993-94 (RE)	4340	900	960	6200
1994-95 (BE)	4315	1050	1150	6515

The cost of market borrowing, as far as Railways are concerned, has been approximately 14.5% since 1987-88 until the year 1992-93. For the years 1993-94 and 1994-95 this is expected to be around 20%. The payments by Railways by way of lease charges to IRFC provide mainly for the amounts of the bonds interest and service charges. No precise estimation of the desirable line of market borrowing has been attempted but the increasing trend that was maintained until 1991-92 has been arrested and brought down since 1992-93 to lower levels. The balance of advantage in resorting to market borrowing *vis-a-vis* other options of additional resource mobilisation and determination of plan size has to be determined from year to year keeping the overall Eighth Plan objectives in view.

1.33 During evidence the Finance Commissioner of Railways informed the Committee that the budgetary support as proposed by the Railways was not provided. It was drastically reduced. The Railway pursued the matter at various levels and finally an extra sum of Rs. 190 crores was allotted. Thus, total budgetary support was confined to Rs. 1150 crores for 1994-95.

1.34 The reduction in the budgetary support has hit the Railways planning of projects badly. It had to reduce its expenditure on new lines, procurement of rolling-stock, electrification, etc.

Demands for Grants

1.35 The Demands Nos. 1 to 12 which mainly relate to expenditure incurred on day to day working etc. have primary items of expenditure like salaries & wages, Dearness Allowance, contractual payments etc. The Budget Estimates for 1994-95 of various Demands show an increase of nearly 13% over Revised Estimates for 1993-94 mainly due to increase in Salaries and Wages, DA, contractual payments, Travel Expenses and other miscellaneous expenses. The

main points that were highlighted during the examination of the demands are as follows:

(i) Demand No. 2: Miscellaneous expenditure (General)

1.36 In this demand under the Minor head 'Survey' the Budget Estimates for 1994-95 show a decrease over Revised Estimate of 1993-94 from Rs. 2.83 crores to 1.79 crores. The Committee enquired about the Surveys that are in progress and of new surveys purposed to be taken up during 1993-94 and 1994-95, and the Ministry furnished the following information:

		1993-94 (Lacs)	1994-95 (Lacs)
(i)	Survey in progress	267.27	112.81
(ii)	New Survey	52.99	42.45

1.37 The Committee wanted to know of the Budget Estimate and Revised Estimates and the actual expenditure incurred on Surveys during the year 1993-94, the Ministry furnished the following information:

Railway	Budget 1993-94	Revised 1993-94	Expenditure till Feb. 94	%age of 4 to 3
Central	26.81	69.67	28.37	41%
Eastern	16.19	19.78	13.25	62%
Northern	13.17	13.21	8.17	62%
N.E.	18.09	14.34	10.07	70%
N.F.	38.83	37.83	27.46	73%
S.R.	19.44	(-)3.07	6.40	
S.C.R.	25.58	28.58	84.78	297%
S.E.R.	48.20	51.74	5.00	10%
W.R.	39.36	26.57	20.11	76%
Rly. Elec./Acc.	33.45	24.49	1.21	5%
Total	279.12	283.14	204.82	72%

1.38 The Committee pointed out wide disparity in spending on surveys in different Railways such as, in case of South Central Railway nearly three time more expenditure has been incurred than that was provided in the Budget and Revised Estimates of 1993-94 whereas in case of South Eastern Railways only 10% of total amount have been spent upto January, 1994.

1.39 Explaining the reasons for incurring only 10% of total amount provided for by South Eastern Railway the Ministry of Railways in their written note stated that "the Budget outlay for 1993-94 for surveys in progress was 19.90 lakhs and for new surveys 28.30 lakhs. Owing to there being only one survey team which was engaged in carrying out more surveys on sanctioned works

viz. Final Location Survey for Lanjigarh-Junagarh, Final Location Survey for Daitari-Banspani, Final Location Survey for Akaltara-Champa 3rd Line, for which the expenditure is directly chargeable to the works itself, the expenditure on other surveys has been less. The expenditure upto the end of February 1994 on surveys included in the Demand No. 2 is Rs. 5,80,670/."

1.40 As regards South Central Railways having incurred 2½ times more expenditure than budget provision the Ministry stated:

> "The total provision for surveys on S.C. Railway in 1993-94 was Rs. 25.58 lakhs. Owing to savings in the surveys for special flood investigations which could not progress adequately, the Railway has spent only Rs. 7.32 lakhs till February, 1994 and they have asked for a final modification grant of Rs. 12.77 lakhs only which would be fully spent during 1993-94. The figures given to the Committee during the oral evidence on 31.03.1994 for this Railway were inadvertently incorrect owing to bookings for some of the surveys chargeable to the works having been shown under this demand. The Railway has been advised to make necessary corrections and reconcile the advised by the Railway telephonically."

1.41 It appears that many of the survey works are still incomplete and the suggestions for new surveys have not been taken up for consideration and implementation. Several such suggestions were brought to the notice of the witness.

(ii) Demand No. 4: Repairs and Maintenance of Permanent Ways and Works

1.42 In this Demand the Budget Estimates for 1994-95 exceeds the Revised Estimates 1993-94 by over Rs. 177 crores. The Committee have been informed that this Demand *inter alia* include provisions for upkeep of Railway Station, service buildings and various amenities being provided to passengers.

1.43 The Committee pointed out the poor condition of Railway Stations with no proper water, sanitary facilities, the witness stated:

> "We divide the work in two parts. One is basic services etc. In the second category for basic amenities our plan is to provide basic amenities in all stations by the end of the next year."

1.44 To a specific query on the monitoring being done on the maintenance works the witness stated that regular monitoring work is done for these works by the field staff.

The Committee asked the Ministry of Railways to furnish details of breakup for the repairs to station water tanks, platform services etc. which is yet to be received.

(iii) Demand No. 6: Repairs and Maintenance of Carriages and Wagons

1.45 Expenditure on Repairs and Maintenance of Carriages and Wagons

including Electric Multiple Unit coaches on/under this Demand has shown an increase in BE of 1994-95 by Rs. 15431.07 lakhs over Revised Estimate for 1993-94.

The Committee observe that the Ist Class coaches are in poor condition. Asked to explain the position in this regard, the witness admitted that they are not being replaced for the last ten years and are in run down condition. He further stated that they have undertaken a programme of rehabilitation of all these coaches and they are being given a face lift.

(iv) Demand No. 7: Repairs and Maintenance of Plant and Equipments

1.46 While discussing this demand on a suggestion of the Committee to improve the communication system between the driver and control room and also passengers in regard to stoppage of train etc., the witness stated:

> "With regard to the communication system, I would like to inform the Committee that when a train gets disenabled in a section, the first point is whether the train crew can communicate with the adjoining station staff. To enable this we are going to improve the system: We are going to have wireless Communication. We have developed a Radio communication system and budget has been allotted for a Pilot Project. So far as making announcement at the station to inform the passengers is concerned, existing system has to be toned up. It is correct that there are defficiencies. We have taken note of it and the suggestions made will be considered.

Demand No. 12

1.47 Miscellaneous working expenses shows that compensation claims against the Railways has been increased steadily. In 1991-92 voted amount was Rs. 91,74,16 thousand, in 1992-93 it rose to Rs. 117,78,84 thousands and in the revised estimate for 1993-1994 an amount of Rs. 147,79,72 thousands has been provided.

Conclusions & Recommendations

1.48 Indian Railways being the largest public sector undertaking in the transport sector run by the Central Government for which it is provided with all kinds of infrastructural facilities by the Central and State Governments and various other authorities, the Committee consider it obligatory on the part of the Railways to develop an all India transport system and railway network through-out the length and breadth of the country, including the inaccessible tribal areas. Railways being the integral part of the Government are expected to share the responsibility of the Government of India to develop the undeveloped and backward and tribal areas. The Committee are of the view that the Railways should undertake study

suo motu to identify backward and tribal areas and prepare plans for their rail link development as part of meeting an important social obligation. The Railways should discharge their obligation by undertaking construction of new rail lines in the backward and tribal areas and by completing expeditiously those railway lines which are under execution for a long time, on top priority basis.

1.49 The Committee note that budgetary support to the Indian Railways has been substantially reduced in recent years, from 51 percent in 1986-87 to about 18 percent (during evidence it was stated to have been reduced drastically) in 1994-95. The Railways are stated to be now moving towards self-reliance and all out efforts are being made to step up the internal resource generation through increased efficiency, productivity and by taking recourse to market borrowings so that adequate funds are available to sustain the growth of their vital infrastructure. Internal resources are generated by reducing the working expenses over gross traffic receipts. From the trend of traffic receipts as indicated from the receipts of freight traffic as well as passenger traffic, the gross receipts are gradually declining. This will ultimately result in less availability of funds to meet the revenue expenditure as well as to finance the plan expenditure. This gap between the receipts and expenditure is being made up by the Railways by increasing freight and fares as will be evident from para 1.9 of the Report. The Committee's examination of Demands reveals that there has been substantial increase in the overhead expenses of Railways by way of increased wages, salaries, dearness allowance, travelling expenses, etc. of officers in the various establishments of the Railways. It is necessary for the Railways to make economies and to see that there is no wasteful expenditure and at the same time to avoid as far as possible, increase in passenger fares and freight rates.

1.50 From the materials on record and from the oral evidence of the representatives of the Railways, the Committee find that no serious effort has been made by Railways nor is there any perspective plan to augment their earnings from goods traffic as well as passenger traffic. Being a commercial organisation, the Railways should explore the possibility of augmenting their land traffic earnings by attracting more land traffic, if necessary, by giving suitable incentive and extending other facilities.

1.51 (a) The Government should plug loopholes in checking ticketless travelling to augment passenger earnings. (b) It is hardly necessary to emphasize that compensation claims against the Railways should be reduced to the minimum.

1.52 The Committee find that the expenditure incurred on surveys by various Railways as on February, 1994 as compared to Budget allocation

for 1993-94 varies widely; for instance in the case of South Eastern Railways it is 10% of the proposed allocation and in South Central Railway it is 297% of the amount allocated.

1.53 The Ministry tried to justify the variation by saying that there being only one survey team for location survey engaged in final surveys elsewhere due attention could not be paid for attending to survey works in South Eastern Railways. They have also submitted that the percentage figure of survey in respect of South Central Railways furnished earlier was not correct. The Committee are constrained to observe that the Railways undertake survey work too casually and do not pay uniform attention for surveys in different Railways. Correction in the expenditure on surveys in South Central Railways is indicative of the fact that Railways are not serious in their survey works and maintenance of proper records. This should be avoided and suitable norms should be laid for undertaking surveys by different Railways preferably by their own survey team so that no part of the country feel that their requirements have been neglected. Survey works should be undertaken for the balance development and expansion of the railway network and system from an All-India perspective and it is necessary that some guidelines and policy should be laid down. Further with the completion of survey of a particular work reasonable expectations are aroused in the minds of the people in the region about addition to rail facilities and, therefore, steps should be taken to take up and complete the job within a reasonable time, once the survey justified the work.

1.54 The Committee are surprised to find that Railways do not undertake any systematic study about the freight traffic growth. It is more distressing to note that Planning Commission too do not undertake any such study. In the opinion of the Committee unless a continuous study about the growth of freight traffic is made, it is very difficult to make accurate forecast about the volume of goods traffic which the Railways are required or expected to carry from one place to another and for which they are required to develop necessary infrastructure capability. The Committee recommend that annual study regarding growth of traffic, freight as well as passenger, should be undertaken to make the Budget Estimate an effective instrument of railways working.

1.55 The Committee find that the expenditure on repair and maintenance of carriages and wagons including EMU coaches has been increasing, even though the maintenance of the coaches attached to various trains specially old first class coaches is very poor. The desire the Government to pay due attention for proper maintenance of the coaches and wagons. They also desire that the communication system between the driver, control-room and the passenger coaches should be improved by developing proper communication system.

1.56 The Committee observe that reduction in the budgetary support has resulted in more market borrowings at an extra cost together with drastic reduction in plan provision and execution of plan projects. All these are likely to retard the pace of progress of the Railways plan projects. Besides reduction in Budgetary support has compelled the Railways to bridge the gap by levying extra freight charges and raising the rail fares. In the opinion of the Committee, the Government should review the position with a view to ensure that common men are not burdened with regular and continuous increase of passenger fares and higher freight charges for transport of essential goods.

1.57 Materials supplied alongwith Railway Budget contained various documents *inter alia* Minister's Speech, Statement of Budget of the Railways Revenue and Expenditure of the Central Government, Explanatory Memorandum on the Railway Budget, Memorandum explaining the proposals for adjustments in freight rates and fares in the Railway Budget, Demands for Grants etc. Unlike other Ministries the Railway Ministry do not submit separate Performance Budget of the Railway Ministry. Explanatary Memorandum on the Railway Budget submitted by the Railways contain various information and analysis of facts and figures in the form Railways want to inform the Parliament and people. It does not give summary appraisal of the Railways performance including shortfalls in respect of revenue earnings, expenditure, works performance as provided in Five Year Plan and Annual Plan. The Committee will, therefore, like the Railways to prepare and submit a Performance Budget of the Railways indicating the performance of the railways on the revenue side highlighting traffic earnings, shortfall in the target and reasons therefore, expenditure incurred under various heads as estimated and actual expenditure incurred together with the explanation for variation, if any, and the performance in respect of plan projections including transfer of funds from one project to another together with the reasons therefor. Scrutiny of the Railway Budget reveals the disturbing fact that Railways select projects indicate target dates of its completion, undertake construction, postpone it or freeze it by midterm review and reprioritise the projects. In order to have a better appraisal and transparency of their performance, the Committee recommend that the Performance Budget may be laid on the Table of the House alongwith other budget documents.

PART II

DEMAND NO. 16

ASSETS — ACQUISITION, CONSTRUCTION AND REPLACEMENT

2.1 Important areas for investment under Demand No. 16 are construction of new railway lines, gauge conversion, doubling, traffic facilities, computerisation, rolling stock, bridge works, electrification projects and other electrical works, machinery and plants, track renewals, passenger amenities, railway research, public undertakings, metropolitan transport project, staff quarters/amenities etc.

2.2 Details of plan-head wise investment showing Actuals for 1991-92 and 1992-93, Budget Estimates for 1993-94, revised Estimates for 1993-94 and Budget Estimates for 1994-95 are given in Annexure-I.

Eighth Plan Approach:

2.3 The Railways development plans are drawn up within the framework of national Five Year Plans. For the Eighth Plan, the approved outlay is Rs. 27202 crores for the railway sector. This includes a budgetary support of Rs. 5375 crores and the balance is to be met from internal resources and extra budgetary support.

2.4 The strategy and the broad objectives for the Railways during the Eighth Plan are as follows:

(i) Complete the process of rehabilitation, replacement and renewal of overaged assets;

(ii) Adopt improved methods of maintenance to increase the productivity and reliability of services and assets;

(iii) Augment line, terminal and rolling stock capacities and convert metre gauge to broad gauge on a selective basis;

(iv) Take steps to improve the overall efficiency of the Railways through technological upgradation, reduction of operation costs and increasing productivity of labour and capital assets;

(v) Conserve energy through technological upgradation, with greater stress on electrification;

(vi) Expand the network on a selective basis to increase the line capacity on saturated routes through alternative routes, connecting the missing

links in the network and lines required for strategic, industrial and other developmental needs; and

(vii) Continue the "system approach" to reduce costs of operation and strive for an optimal balance between capital and human endeavour inputs.

2.5 Originally the Railways draft Eighth Five Year Plan for 1992-97 was proposed for an outlay of Rs. 45,600 crore. But the Plan was finally approved with a reduced outlay of Rs. 27202 crores as may be seen from the table given below:

Plan Allocation for Railway During the VIII Five Year Plan

Plan Head	Draft VIII Plan	(Rs. in Crore) Final VIII Plan 1992–97
1	2	3
Rolling Stock	13,000	10,630
Workshop and Sheds	2,485	1,350
Machinery & Plant	1,295	400
Track Renewals	8,180	4,500
Bridge Works	900	400
Traffic Facilities Including gauge conversion and doubling	5,600	4,500
Signalling and Safety	2,595	675
Computerisation	1,605	400
Electrification	1,709	1,350
Other Elec. works	470	225
New Lines	2,940	900
Staff Quarters	787	115
Staff Welfare	523	135
Users' Amenities	670	225
Other Specified Works	560	120
Inventories	1,100	500
Metropolitan Transport Project	700	700

1	2	3
Railway Research	150	25
Investment in PSUs	60	52
Total	45,600	27,202

2.6 The pattern of funding of the Plan as proposed by the Railways is as under:

	Items	Amount (Rs. in crores)	% of total plan outlay
1.	Internal Resources	18827	69%
2.	Budgetary Support	5375	20%
3.	Extra Budgetary Resources (like Bonds etc.)	3000	11%
	Total	27202	100%

A. Review of Annual Plan 1993-94

2.7 The Annual Plan 1993-94 was originally fixed at Rs. 6500 crores (B.E.). But a cut of Rs. 300 crores was effected and the Plan size was reduced to Rs. 6200 crores. In this connection, the Ministry of Railways have stated that non-materialisation of the projected level traffic, increase in dividend liability and less internal generation of resources necessiated a cut in the Plan size. The Ministry admitted that the pace of the on-going projects had to be slowed down due to reduction in Plan outlay. As a result of cut in Plan-size, the Railways had also to reduce investment on wagon procurement and track renewal programmes. Notably, the procurement of wagons was revised downward to 20,000 (in terms of 4-wheeler units) from 22,500 as envisaged at the beginning of the Plan. Similarly, with the reduction in outlay for track renewal from Rs. 1010 crores to Rs. 952 crores, the track renewal target was lowered from 2550 kms. to 2420 kms.

2.8 Details of the reduction of investment on different Plan-head items due to cut in Plan-size are given below:

(Rs. in crores)

	Plan-head item	Reduction in investment
	1	2
1.	Rolling Stock	178
2.	Workshop and Sheds	50

1		2
3.	Machinery and Plant	25
4.	Track Renewals	60
5.	Doubling	5
6.	Signalling and Safety	20
7.	Computerisation	30
8.	Electrification	34
9.	Other Electrical Works	25
10.	New Lines	15
11.	Staff Welfare	2
12.	Inventories	10
13.	Other Specified Works	5
	Total	459*

* Of these Rs. 459 crores saved under different plan heads Rs. 108 additionally provided for gauge conversion and a sum of Rs. 51 crores was provided to increase Konkan Railway Corporation's equity. Therefore, the net reduction in plan expenditure works out to Rs. 300 crores.

2.9 Budget Estimates *vis-a-vis* Proposed Plan Allocations for 1994-95

1	2	Allocations proposed as per Annual Plan for 1994-95 3	Allocations proposed as found from Explanatory Memorandum for 1994-95 4	Allocations as intimated by the Railways in subsequent reply 5
1.	Rolling Stock	3,000	1750.15@	2750@@
2.	Workshop & Sheds	200	170.51	170
3.	Machinery & Plant	77	77.20	77
4.	Track Renewals	1,050	1270.05	970
5.	Bridge Works	100	92.92	90
6.	Gauge Conversions	925	1005.13	925
7.	Doubling	150	150.21	150

1	2	3	4	5
8.	Traffic Facilities	75	80.03	75
9.	Signalling & Safety	200	226.78	225
10.	Computerisation	100	80.00	80
11.	Electrification	300	260.60	260
12.	Other Elect. Works	80	60.60	60
13.	New Lines	200	195.01	190
14.	Staff Quarters	28	28.07	28
15.	Staff Welfare	33	33.20	33
16.	Users' Amenities	60	60.00	60
17.	Other Specified Works	40	40.04	40
18.	Inventories	120	—	90
19.	M.T.P.	200	232.50	230
20.	Railway Research	11	11.00	11
21.	Investment in PSUs	51	51.00	51

@ Includes Rs. 1050/- financed through Bonds.
@@ Excludes Rs. 1050/- financed through Bonds.

(i) Difference in Plan Allocation

2.10 Asked to explain the reasons for such variation in respect of each head, the Ministry in their written note submitted to the Committee stated:

> "The outlays proposed for various plan heads in the Annual Plan document are net outlays and do not include the credit from the released material. Whereas outlays given in the explanatory memorandum are gross outlays which include credit from released material."

2.11 Having not been satisfied with the explanation given by the Ministry, the Committee enquired during the evidence the reasons for which the credit from the material could not be reflected in the receipts at least, under the head internal resource as the Ministry could redeploy such proceeds from scrap sales for different purposes instead of utilising it under the very same head. In reply the Finance Commissioner said:

> "Scrap sales are not available as receipts. The plan-head from which this scrap arises is credited with this amount."

2.12 Further, when the Committee asked whether this additional money received from sale proceeds of scrap sale and spent under the same head in effect amounted to additional expenditure and should be added up with the

allocated total expenditure under that sub-head, the representative of the Ministry of Railways said, "Yes Sir".

(ii) New Lines

2.13 The Railway Minister in his speech has stated that 204 km. of new line sections and projects will be completed by the end of March, 1994. These were:

1. Deeg-Alwar of Mathura-Alwar line;
2. Challakere-Rayadurg of Chitradurg-Rayadurg line;
3. Rudrapur-Lalkuan-Kathgodam of Rampur-Kathgodam line; and
4. Sambalpur-Maneswar.

2.14 He further stated that in the Budget estimates for 1994-95 two new lines, namely, Khurda Road to Bolangir and extension of Jammu-Udhampur line, now under construction, to Srinagar had been included. The construction of new lines from Dallirajhara to Jagdalpur, Dumka to Mandar Hill and Kuttipuram to Guruvayur were also under consideration and will be taken up on receipt of approval from the Planning Commission.

2.15 During evidence it was pointed out that there were very strong demands for new lines from various parts of the country. In this regard the Railways submitted that there were 62 demands totalling 7189 kms. the cost of which is Rs. 13427 crores.

2.16 Asked whether it would be possible to undertake new line projects to be financed by the money realised from the proceeds of the scrap, the representative of the Ministry of Railways stated that:

> "Money realised from one Head is credited to the same Head. For new lines, the Planning Commission gives us the money..... After going through surveys etc. we send all the proposals for new lines to the Planning Commission. I am not authorised to start construction of any line unless the Planning Commission has sanctioned it."

2.17 It was pointed out that in some cases the Railways allocate money directly without the prior sanction of the Planning Commission for some projects and as a result thereof there was reduction in allocation for new lines, track renewals etc. and there was an increase of allocation for gauge conversion.

2.18 Reprioritisation of projects has assumed special significance in the Railways investment planning. While reviewing the programme of work relating to the new line projects, the Committee came to know that the Railways conduct quarterly reviews in a year and on the basis of review results of such reviews, the projects are reprioritised. In the past, many projects which were previously sanctioned keeping in view their operational priority, were either slowed down or frozen after reprioritisation effected from time to time.

2.19 In this connection, the Committee heard the Advisor (Transport),

Planning Commission. During the course of his evidence, the Advisor (Transport), Planning Commission stated that the decision regarding reprioritisation of projects is basically taken in the Ministry of Railways. He further stated that reprioritisation largely depends upon the availability of funds.

2.20 On a question relating to the Railways plan priorities the Member (Engg.) Railway Board stated during evidence:

> "At the beginning of the year we make allotment of funds for the various projects. But during the course of the year we make certain corrections so that the projects which are nearing completion, projects which have high operational advantage, projects which are connected with the various other projects, they get the priority.

2.21 The Committee wanted to know whether any study is made by the Railways before undertaking Schemes/Projects under different plan heads. In this regard the representative of the Ministry of Railways informed during the evidence that study is made at the stage of formulating the Working Group Report and it is done before the plan is finalised. As such according to the Railways all plan projects are based on proper advance study.

2.22 Since many sanctioned projects are still pending and suffering from time over-run and resource constraints, the Committee further wanted to know about the fate of such projects (A list of pending New Line Projects is set out in Annexure-II). In reply, the Member (Engg.) Railway Board informed the Committee during evidence that:

> "A Group of ministers are already working on deletion of such projects which are lingering because too many projects have been sanctioned. So, they have decided a criteria and they are looking into those projects where the expenditure is less than 5% and the time over-run is above 60%."

(iii) Suburban Lines

2.23 During discussion on the budget proposals of the Ministry of Railways the Members of the Committee expressed their view that Suburban Railways are generally used by the poor and middle class people for their daily earnings. As such suburban second class fare and season ticket rates should not be enhanced as common people will not be in a position to afford

2.24 They also recommended that rail line upto a distance of within 150 kms. should be regarded as suburban rail line. In order to keep pace with the fast developing Suburban areas, due weightage should be given to such new line projects which also come under suburban sphere area.

(iv) Gauge Conversion

2.25 The Indian Railways started a major gauge conversion programme involving conversion of about 6000 kms. of MG routes to Broad Gauge in the Eighth Five Year Plan. During 1992-93 (First year of VIIIth Plan) 1351 kms.

of gauge conversion was completed and during 1993-94 a target of 1600 kms. was programmed. In the Budget for 1994-95, again a target of 1600 kms. for gauge conversion has been proposed.

2.26 For gauge conversion, the Railways have been investing comparatively more capital out of plan allocations. Increasing trend in the investment on this item of work may be seen from the following table:—

Year	Investment (Rs. in crs.)	Target	Achievement
1991-92	133.84 (actual)	185	135
1992-93	693.92 (actual)	1200	1351
1993-94	952.45 (R.E.)	1600	N.A.
1994-95	1005.13 (B.E.)	1600	N.A.

2.27 The target and investment figures in the above table indicate that there was sudden change in the policy of Railways in 1992-93 giving a new thrust to gauge conversion with the result that the outlay for gauge conversion was raised substantially.

2.28 During the evidence the Committee asked to explain when the benefit of gauge conversion will accrue to the Railway network. The Ministry of Railways stated:

> "Before we took up the various gauge conversion projects we had conducted a study on traffic to be materialized. Normally in Railways, when we open any new section, we give the forecast for the traffic which will materialize in the sixth year and in the 12th year after the opening because it takes time for the traffic pattern to materialize and some more time for other developments to come up. As far as gauge conversion is concerned, certain pattern of on going traffic on the metre gauge at a slower rate is already available. When gauge conversion takes place, this pattern will get augmented."

(v) Track Renewals

2.29 One of the major objectives of the Eighth Five Year Plan is to complete the process of rehabilitation/replacement and renewal of over-aged assets. However, there has been a declining trend in the quantum of investments made on track renewals since 1991-92. The annual targets for track renewals are also being continuously lowered as may be seen from the following table:—

Year	Investment (Rs. in crs.)	Target (Track kms.)
1	2	3
1991-92	1333.34 (actual)	3360

1	2	3
1992-93	1324.87 (actual)	2938
1993-94	1231.43 (R.E.)	2420
1994-95	1270.05 (B.E.)	2400

* The target figures include both primary and secondary track renewals.

2.30 During evidence the Ministry were asked to explain why the targets for track renewals have been reduced despite their great importance in the functioning of the Railways. In reply the Ministry stated as follows:

> "As far as track renewals are concerned, during 1993-94 the target primarily was 1860 and during 1994-95 the target is 1850 which is almost the same. We are trying to maintain the same level. The fall is from 1860 to 1850. I would like to mention here that at the beginning of Seventh Plan, our track renewals had gone into arrears to the extent of 9,000 kilometres and we have been able to bring it down to roughly 4 to 5 thousand kilometres. On the metre gauge, 5,000 kilometres track was due for replacement but because of gauge conversion, that requirement has come down very substantially. Our plan of action is that within the Eighth Five Year Plan, there will be no track renewal arrears in category A, B and C, and by the end of the Ninth Plan, even D and E routes will have no track renewal arrears."

(vi) Doubling

2.31 Doubling projects are very important from the view point of capacity augmentation on Indian Railways. But in the recent years there has been continuous fall in the investment made/proposed on doubling projects as may be seen from the details given below:

Year	Investment (Rs. in cr.)
1991-92	284.48 (actual)
1992-93	213.84 (actual)
1993-94	211.09 (R.E.)
1994-95	150.21 (B.E.)

2.32 During evidence the Committee enquired why the provision for doubling has gone down to Rs. 150.21 crores from the revised estimates of Rs. 211 crores for the last year. In reply the Ministry explained the position as follows:

> "We have, during the year, 41 doubling projects. Out of them some have been completed and some are under completion. The ones scheduled for 1993-94 have been completed. Some 33 works are in progress. Out of them 10 will be completed in 1994-95. A doubling project normally takes 3-4 years time. The first two years generally are taken for land acquisition itself. In Kerala, the Quilon-Trivandrum line

was to be doubled. Two years were spent in acquiring the land. When land acquisition is not there, it takes lesser time for completion of the work."

2.33 The Committee were informed that "when the percentage of utilisation exceeds 90, we consider the doubling of the project."

2.34 The Committee enquired about the doubling projects which have not been completed in time. The Ministry of Railways in post evidence note submitted to the Committee stated that the following five projects have been delayed beyond the planned gestation period due to various reasons as given below:

	Project	Original target date	Revised target date	Reasons for delay
1.	Rohtak-Jakhal (76 km)	1991-92	1993-94	Lesser availability of resources
2.	Sahibganj link Cabin-Malda (50 km)	1991-92	1994-95	Resource constraints
3.	Garwa Road Sounegar (79 km)	—	1994-95	Land acquisition problem and Law & Order situation
4.	Raipur-Vizianagaram (100 km)	1991-92	1994-95	Contractual and budgeting problem
5.	Kayamkulam-Quilon (41 km)	1992-93	1994-95	Resource constraints

2.35 It has also revealed during the evidence that work in some doubling projects, for which budgetary provision has been made in 1993-94, have not yet been taken up for execution, on the plea that estimates have not yet been approved. A list showing the doubling targets and the programme for completion thereof is given in Annexure-III.

(vii) Electrification

2.36 A target of electrification of 3000 kms. has been set for the Eighth Plan period. An allocation of Rs. 1350 crore has been made for undertaking electrification projects during the plan. So far as the physical and financial progress made under electrification from 1992-93 onwards in concerned, the position is as under:

Year	Investment	Target (Route kms)	Achievement
1992-93	235.95 (actual)	500	479
1993-94	249.07 (R.E.)	500	N.A.
1994-95	260.00 (B.E.)	500	N.A.

Keeping in view the target fixed for the entire VIII Plan, the annual targets fixed so far from 1992-93 onwards appear to be below average.

2.37 The achievement in the first year of Plan itself is the indicative of the fact that with the present pace of work, the plan target of electrifying 3000 kms of routes would hardly be achieved.

2.38 During evidence it was pointed out that a sum of Rs. 300 crores was provided for electrification in the Annual Plans for 1994-95, but in the budget estimates for 1994-95 electrification was provided as Rs. 260.60 crores. Other electrical works provided as Rs. 60.60 crores. Asked to explain the reasons for reduction in the plan projections, the representative of the Ministry stated:

> "Because of less budgetary support we had to cut short our nine plans. In ten plans there is no change. However, in nine plans we have to decrease. The decrease is upto Rs. 40 crores to electrification and Rs. 20 crores for other electrical works."

(viii) Rolling Stock

2.39 For the rolling stock which consists of locos-diesel and electric, coaches-EMU/Metro and others, and wagons (in terms of 4 wheelers) an outlay of Rs. 10,630 crore has been allocated for the Eighth Five Year Plan. According to the Ministry of Railways the Eighth Plan envisages acquisition of 1,20,000 wagons, 10,815 coaches, 1265 EMUs, 750 electric locos and 749 diesel locos. Financial and physical progress made from 1992-93 onwards under the rolling stock programme is as under:—

Plan activity	1992-93			1993-94		1994-95	
	Actual Expenditure (Rs. in crs.)	Target	Achieve-ment	Revised Estimates (Rs. in crs.)	Target	Budget Estimates (Rs. in crs.)	Target
Rolling Stock*	1481.14			1726.68		1750.15	
(i) Locos: Diesel		175	181		150		135
Electric		132	137		153		155
(ii) Coaches: EMU/ METRO		239	180		308		200
Others		2332	2479		2139		1400
(iii) Wagons (in Crs. of 4 wheelers)		25501	26129		20000		18000

* Excludes IRFC Bonds.

2.40 For the year 1994-95 the targets for acquisition of coaches and wagons have been drastically reduced as compared to the targets of 1993-94.

2.41 During the course of evidence, the Committee wanted to know of the proposed private sector investment in the supply of wagons to the Railways as indicated by the Railways as a source of supply of wagons. The representative of the Ministry of Railways informed the Committee that the Railways are expecting about 2000 wagons in terms of 4 wheelers from the private sources during the year 1994-95.

2.42 The representative of the Ministry of Railways further informed that The orders have been placed for procurement for 1994-95 for these wagons under "Own Your Wagon Scheme." But the Committee find that the response to the scheme is not known and it seems doubtful whether the target of 2000 wagons or any portion thereof, expected to be supplied by the private sector, can at all be fulfilled and in that event the Railways will face the inevitable problem of wagon shortage and non-utilisation of its wagon building capacity.

(ix) Facilities/Amenities to Passengers

2.43 Customers' satisfaction by increasing amenities to passengers has been one of the thrust areas under the Eighth Five Year Plan. So far as the investment under the plan-head, "passengers amenities" is concerned, an outlay of Rs. 60.00 crore has been proposed for the year 1994-95 which is less than the Revised Estimates 1993-94 (i.e. Rs. 63.49 crore). If the impact of inflation and cost escalation is taken into account, the outlay for 1994-95 would be far less in real terms. The Railways do not appear to be inclined to maintain even the previous year's tempo of investment for ensuring adequate amenities to the passengers.

Conclusions and Recommendations

2.44 The Committee observe that under Demand No. 16 relating to assets—acquisition, construction and replacement, large sum of money running into crores of rupees realised on account of sale proceeds of old material/scrap, as in the case of track renewal, rolling stock, gauge conversion, etc. are not accounted for as receipts of the Railways for financing various projects where additional fund is required.

These proceeds are spent under the same sub-head and in that event the Railway Board do not consider it as additional expenditure even though the expenditure exceed plan allocation under that head. In the opinion of the Committee sale proceeds of old released material and scrap form part of the receipts of Railways and if necessary a separate sub-head may be created and suitably reflected in the annual receipts of the Railways. This will help the Railways not only in the disposal of such materials and scrap in a systematic manner, but also to keep record of the sale proceeds in the accounts book by evolving a suitable procedure for the purpose.

2.45 The Committee further desire that this huge sum of money realised

out of such sale proceeds running into crores of rupees should be shown as resource generated and should be redeployed on projects according to their priorities.

2.46 Committee's examination of the Demand under the head construction of new lines reveals certain disquieting features:

(i) Inspite of Project survey and economic feasibility being worked out as long as 20 years back, the projects have not yet been completed;

(ii) Survey and construction of various new lines projects have been undertaken during different plan period. In many cases considerable moneys have been spent but projects are not completed; and

(iii) Some of the projects which found priority in earlier plan periods have been postponed or frozen indefinitely.

Justifying their action, the representatives of the Ministry of Railways submitted that the projects undertaken but not completed mainly due to financial constraints for which they had to reprioritise programmes of completion of the various new line projects.

2.47 The Committee learn that the Ministry of Railways do not have any set guidelines to decide on the temporary suspension or freezing of the new lines projects nor to reprioritise projects from time to time in course of the year and thus the same are only done on ad-hoc basis without a proper objective study.

2.48 The Committee are not convinced with the explanation given by the representatives of the Ministry of Railways for postponement or freezing of new line projects. The Committee recommend that suitable guidelines should be issued to decide on the postponement or freezing of the new lines projects and reprioritisation of projects generally.

2.49 The Committee recommend that before taking any decision regarding postponement or freezing of new lines projects economics and priorities as worked out at the very beginning of those projects should be kept in view. The Planning Commission must be taken into confidence before reprioritisation of any project.

2.50 Another disturbing aspect of the Railway's working on construction of new lines projects is that on the one hand they postpone or freeze certain projects in certain areas on grounds of paucity of funds yet at the same time take up new projects for some other areas by reprioritising their works programme. In this regard no cogent or convincing reasons have been placed before the Committee for taking such action by the Ministry of Railways.

2.51 It appears that the construction of some of the new projects and undertaking of certain new projects are undertaken on popular demands. Examination of representative of the Planning Commission by the Standing Committee reveals that Planning Commission do not have any separate organisation or manpower to undertake indepth study of various projects referred to them. As a matter of fact they agree to the proposals of Railway Board for undertaking any project for which Railways certify that funds are available for the purpose. The whole issue of selection of new project, their construction and completion, is thus left to the discretion of the Railways exercised not on any known principle or guidelines because as per the trend available today Railways are required to finance most of their projects from internal resources.

2.52 The Committee is of the view that Indian Railways which have the responsibility to develop the country uniformally keeping in view the commercial interest of the Government as well as the need for socio-economic development of the country as a whole and also to keep up the aspirations of the people of different regions and as such Government should set up a High Powered Committee comprising of the representatives of the Ministry of Railways, Planning Commission, Finance, representatives of the people and different State Governments to decide upon taking up or suspension of freezing of new lines projects.

2.53 The Committee note that, while the Railway Budget is under the scrutiny of the Committee and the Parliament is yet to consider the same fully, a group of Ministers is already working to decide the fate of lingering projects. The Committee hope that before taking a decision, the hopes and aspirations of the people and developmental requirements of the country as a whole will be kept in view and new lines projects already undertaken upon due approval or already duly approved as essential for the country, are not cancelled or given up permanently.

2.54 The Committee are of the view that sub-urban railways are generally used by the common man especially the wage earners and middle income groups of the society. Fare and season ticket rates in this sector should not be hiked frequently and as far as practicable the rates should not be enhanced.

2.55 The Committee note that the investment for tract renewals has been gradually reduced and the Ministry during evidence stated that after the completion of the gauge conversion and track renewal programme in the Eighth Plan there will be no track for renewal in category A, B and C by the end of the Ninth Plan. Since this is an important area from the point of view of safe running of trains, the Committee desire the Ministry to make a regular assessment of the position and remove shortfalls in the track renewal programme wherever consider necessary.

2.56 The Committee find that the targets of acquisition of coaches and wagons have been drastically reduced as compared to 1993-94. In the opinion of the Committee sudden reduction in the procurement of coaches and wagons will result in under utilisation of infrastructure capacity built up by the Railways for the manufacture of coaches and wagons in their manufacturing units. The Committee hope that the Government will analyse the whole position so that the supply of wagons matches the requirement and for the said purpose its own manufacturing units are utilised.

2.57 The Committee consider that doubling of projects is very important from the point of view of capacity augmentation. This position was also confirmed by the representatives of the Ministry of Railways during evidence. The Committee expect the Ministry of Railways to make a continuous assessment of the utilisation of the existing track and whenever it reaches near saturation point the doubling of that track should be taken up on priority basis.

2.58 Because of the pace at which the electrification works are taken up and completed, the Committee doubt whether the Railways would be able to achieve the plan target of electrification of 3000 kilometers of route during the Eighth Plan period. In their opinion electrification of the various routes is equally important, not only from the point of view of energy conservation and ecology but also for the efficient running of the Railways. This assumes greater importance in view of the fact that the steam engines are being gradually phased out. The Committee, therefore, recommend that adequate budgetary support should be given for electrification of the routes and their completion on time according to the plan target.

Plan Expenditure upto January, 1994

2.59 As per the written information supplied by the Ministry of Railways during the course of evidence on 31-03-1994, in respect of as many as 12 important items of work under Plan-head, the expenditure actually incurred upto January, 1994 has been except in respect of a few heads less than 75% (ranging from 33.49% to 73.88%) of the Revised Estimates 1993-94 leaving about 26% to 66% to be spent in just two months as may be seen for the following table:

Plan Expenditure upto January, 1994 vis-a-vis Revised Estimates for 1993-94

Plan Heads	R.E. for 1993-94	Actuals upto Jan. 94	Percentage
1	2	3	4
New Lines	204.82	173.95	84.93
Purchase of New Lines	—	—	—

1	2	3	4
Restoration of dismantled lines	25.00	18.47	73.88
Guage Conversion	929.45	757.27	81.47
Doubling	211.09	163.66	77.53
Traffic Facilities	101.02	84.21	83.36
Computerisation	33.89	11.35	33.49
Railway Research	5.02	1.86	37.05
Rolling Stock	1704.64	1213.36	71.18
Track Renewals	1211.43	1028.95	84.94
Bridge Works	81.28	43.50	53.52
S & T Works	149.77	102.05	68.14
Electrification Projects	249.07	207.68	83.38
Other Electrical Works	43.91	27.34	62.26
Machinery & Plant	70.24	26.06	37.10
Workshop including Production units	194.64	69.14	35.52
Staff Quarters	27.25	31.88	116.99
Staff Amenities	31.04	19.82	63.85
Passenger Amenities	63.49	25.63	40.37
Other Railway Users' Amenities	—	2.79	—
Public Undertakings	51.00	51.00	100.00
Other Specified Works	22.32	17.35	77.73
Store Suspense (Net)	38.01	(-)69.42	—
WMS (Net)	(-)27.73	72.84	—
Misc. Advance (Net)	37.26	22.70	60.92
NTPs including Circular Rly.	196.25	146.27	74.53
ROC	459.16	434.24	94.57
TOTAL (excluding IRFC Bond)	5195.00	3815.47	73.45

2.60 Keeping in view the progress made so far and the time constraint ahead, it is unlikely that the amount allocated under all the above plan heads will be fully utilised during the financial year 1993-94.

Conclusion and Recommendation

2.61 From the proposed plan allocation and revised estimates and actual expenditure upto January, 1994, the Committee find that the expenditure under certain heads had been as low as 33.49%. They are unhappy to note that expenditure under passenger amenities has been only 40.37% and for workshop including production units the expenditure is 35.52%. Even for procurement of plant and machinery the Railways have been able to spend only 37.10%.

2.62 These are some of the areas which are very important from the point of view of customers satisfaction and earnings of Railways. It is doubtful whether the Railways will be able to utilise the balance plan allocation for various works proposed under these heads of expenditure, which will ultimately result in poor performance of Railways in these areas, besides, non-utilisation of scarce resources. The Committee would like to be apprised of the position as obtained at the end of the financial year 1993-94 and steps taken or proposed to be taken to effect improvement in the utilisation of funds earmarked for completion of schemes.

2.63 The Committee note that investment planning of Indian Railways during the first two years of the Eighth Plan has been somewhat inconsistent with the strategy suggested by the Planning Commission in the Eighth Plan in as much as Railways have channelised relatively larger capital funds for the implementation of massive gauge conversion policy. The Railways have justified such allocation to enable them to meet the future traffic growth and development of backward and tribal areas. Nevertheless, the Committee feel that this has adversely affected developmental activities in certain areas such as new line construction, doubling traffic facilities, track renewals etc. In order that no infrastructural imbalances are created in the long run, the Committee would recommend that Railways may review the position in this regard.

NEW DELHI ;
April 7, 1994

Chaitra 17, 1916 (Saka)

SOMNATH CHATTERJEE,
Chairman,
Standing Committee on Railways.

ANNEXURE I

INVESTMENT BY PLAN HEADS

(Rs. in crores)

S. No.	Plan Head	Actual 1991-92	Actual 1992-93	Budget 1993-94	Revised 1993-94	Budget 1994-95
1.	New Lines (Construction)	254.21	272.25	188.41	218.51	191.04
2.	Restoration of dismantled lines	15.15	23.51	25.00	25.00	03.97
3.	Gauge Conversion	133.84	693.92	815.13	952.45	1005.13
4.	Doubling	284.48	213.84	220.18	211.09	150.21
5.	Traffic facilities Yard remodelling and others	180.94	112.28	101.39	114.07	80.03
6.	Computerisation	18.91	16.19	60.00	33.89	80.00
7.	Railway Research	05.23	07.78	05.00	05.02	11.00
8.	Rolling Stock	794.67	1481.14	1924.63	1726.68	1750.15
9.	Track Renewals	1333.34	1324.87	1273.00	1231.43	1270.05
10.	Bridge Works	73.91	71.53	81.27	81.28	92.92
11.	Signalling and Telecommunication Works	133.82	153.03	165.64	162.99	226.78
12.	Electrification Projects	231.16	235.95	280.00	249.07	260.60
13.	Other Electrical Works	59.23	64.82	65.66	43.92	60.60
14.	Machinery and Plants	53.82	62.90	85.00	70.24	77.20
15.	Workshops—including Production Units	148.67	155.59	260.48	194.64	170.51

(Rs. in crores)

S. No.	Plan Head	Actual 1991-92	Actual 1992-93	Budget 1993-94	Revised 1993-94	Budget 1994-95
16.	Staff Quarters	33.30	26.78	27.53	27.24	28.07
17.	Amenities to Staff	28.72	27.39	32.51	31.04	33.20
18.	Passenger and other Railway users' Amenities	23.53	36.23	60.00	63.49	60.00
19.	Investment in Govt. Commercial Public Undertakings					
	i. IRFC	—	—	—	—	—
	ii. CONCOR	14.00	—	—	—	—
	iii. KRC	101.00	51.00	—	51.00	51.00
20.	Other Specified Works	31.40	25.43	30.05	22.32	40.04
21.	Metropolitan Transport Projects	170.27	181.72	171.25	196.25	232.50

ANNEXURE II

PROGRAMME FOR COMPLETION OF NEW LINES IN THE 8TH PLAN

S. No.	Rly.	Name of work	Length (in Kms.)	Anticipated Cost (Rs. in crs.)	92-93	31.3.94 Scheduled of completion 93-94	94-95	Scheduled of completion 95-96	96-97	Spil over to IX plan
1	2	3	4	5	6	7	8	9	10	11	12
I.	**Central**										
1.		Panvel-Karjat Land acquisition		5.5			Panvel-Karjat (14 km) Land acquisition				
2.		Satna-Rewa	50	43.86	Rampur Road-Rewa (21 km)						
3.		Mathura-Alwar	120	69.43	Mathura-Deeg (29 km)	Deeg-Alwar (79 km)					
4.		Guna-Etawah	348	256	Birlanagar-Sanichara (16 km) & Shivpuri-Khajuri (15 km)		Sanichara-Nonera (13 km)		Panihar-Khajuri (86 km)	Nonera-Bhind (GC) (51 km) Bhind-Etawah (33 km)	
5.		Amravati-Narkher	138	120.9						Amravati-	Narkher (138 km)
II.	**Eastern**										
6.		Lakshmikantapur	47	39			Kulpi-Nischantpur (13 km)	Nischintpur-Namkhana (24 km)			

1	2	3	4	5	6	7	8	9	10	11	12
III.	**Northern**										
7.		Jammutawi—Udhampur	56	197.7					Bajalta-Udhampur (44 km)		
8.		Udhampur—Srinagar	195	1500					Udhampur—Chineni (10 km)	Chineni—Srinagar (185 km) Rest is frozen	
9.		Nangaldam—Talwara	84	150	Nangaldam—Una						
10.		Beas—Goindwal	27	16.6			Beas—Goindwal (27 km)				
IV.	**N.E. Rly.**										
11.		Rampur—Kathgodam	87	62.77	Bilaspur—Rudrapur (22 km)	Rudrapur—Lalkuan (14 km)					
12.		Bagaha—Chhitauni	28	164.09					Bagaha—Chhitauni (21 km)		
V.	**N.E. Rly.**										
13.		Jogighopa—Guwahati	143	427				Jogighopa-Goalpara (15 km)	Goalpara—Guwahati (128 km)		
14.		Eklakhi—	87	47.18	(Frozen)					Eklakhi—Balurghat (87 km)	
15.		Migrendisa—Dittockherra (Frozen)	21	132.5	(Frozen)						

16.		Dudhndi—Depa (Frozen)	18	20.17				Dudhndi—Depa (18 km)
VI.	**Southern**							
17.		Karur—Dindigul—Tuticorin (Project completed)	194	178.79	Dindigul—Madurai (62 km)			
18.		Chitradurg—Rayadurg	100	65.65		Chitradurg—Rayadurg (100 km)		
19.		Alleppey—Kayankulam	43	53.57	Alleppey—Kayankulam (43 km)			
20.		Trichur—Guruvayur (Project completed)	24	25.4	Trichur—Guruvayur (24 km)			
VII.	**S.C. Rly.**							
21.		Telapur—Patancheru Patancheru	9	15.28	Telapur—Patancheru (9 km)			
22.		Peddapalli—Nizamabad	177	124.43				Peddapalli—Karimnagar (35 km) Karimnagar—Nizamabad (142 km)
VIII.	**S.E. Rly.**							
23.		Howrah—Amta—Champadanga (Frozen)	74	31.43	(Frozen)			
24.		Koraput-Rayagada	194	405.1			Lakshmipur-Rayagada (102 km)	

1	2	3	4	5	6	7	8	9	10	11	12
25.		Talcher—Sambalpur	175	220	Talcher—Angul (18 km)	Sambalpur—Maneswar (18 km)		Angul—Maneswar (139 km)			
26.		Tamluk—Digha	87	73.71						Tamluk—Digha (87 km)	
27.		Lanjigarh Road—Junagarh	54	100						Lanjigarh—Junagarh (54 km)	
28.		Daitari—Banspani	147	242.55					Keonjhar—Banspani (57 km)	Daitari—Keonjhar (90 km)	
29.		Khurda Rd.—Bolangir	289	353.38						Khurda Rd.—Bolangir (289 km)	
IX.	Western										
30.		Kapadvanj—Modasa	60	30	(Frozen)					Kapadvanj—Modasa (60 km)	
31.		Godhra—Indore—Dewas—Maksi (Frozen)	316	297.14					Dewas—Maksi (36 Km)	Godhra—Indore—Dewas—Maksi	
		Total	Err	Err		241	211	155	285	379	

ANNEXURE III

PROGRAMME FOR COMPLETION OF DOUBLINGS WORKS DTE 1.94

SCHEDULE OF COMPLETION

Sl. No.	Railway/Name of the Work	Length (in kms)	Estimated Cost (Rs. in crores)	Kms Opened upto 31.3.93	Schedule of Completion				Spill over to IX Plan
					1993-94	1994-95	1995-96	1996-97	
I.	**Central**								
1.	Narmada Bridge Portion	3	12.81	2	Narmada Bridge (1 km)				
2.	Kiratgarh-Kala Akhar Metpanjra-Bharatwada	61	69.42	33	Kiratgarh-Taku (12 km) Metpanjra-Kohli				
3.	Narkher-Metpanjra	34	40.9	0	Narkher-Metpanjra (34 km)				
4.	Chambal Bridge-at Gher	1	22.75	—				Chambal Bridge-at Gher	
5.	Mathura-Palwal-Automatic Signalling and IBS	0	16.86	0	Mathura-Palwal-Automatic Signalling and IBS				
II.	**Eastern**								
6.	Khana-Jhaptardel	4	9				Khana-Jhaptardel (4 km)		
7.	Habra-Bongaon-Tokenless Block Working-Dum Dum-Three Crossing Stations & Junction Arrangements and Habra-Additional Lines	15	14.18			Habra-Bongaon-Tokenless Block Working Dum Dum-Three Crossing Stations & Junction Arrangements and Habra-Additional Lines			
8.	Sahibganj—New Farakka-Malda Town	50	36.8	5.77	Bonidanga Link Cabin-Bonidanga (2 kms) Chamagram-Khal Tipur 8.56 Khaltipur-Jamirghata 6.45	Chamagram-New Farakka 5.8 km New Farakka-Tildanga 5.5 km Bonidanga-Tildanga 7.3 km Malda Town-Gourmalda (8.5 kms)			
9.	Garwa Road-Sonenagar (Sigsigi-Bagha Bishnupur)	79	56	67		Untari Road-Karkatta (6.21 km) Mohmmadganj-Satbahini (6.84 km)			
10.	Duttapukur-Habra	14	18.17	0		Duttapukur-Guma (8 km) Guma-Habra (6 kms)			

Sl. No.	Railway/Name of the Work	Length (in kms)	Estimated Cost (Rs. in crores)	Kms Opened upto 31.3.93	Schedule of Completion				Spill over to IX Plan
					1993-94	1994-95	1995-96	1996-97	
11.	Sonenagar-Mughalsarai-Third Line	124	139.25	0	Mughalsarai-Ganjkhwaja (4.02 kms)	Sasaram-Kumahu 7.88 km Kumaho-Shivsagar RD 5.68 km Chandanli Majhwar-Syed Raja '8.43 kms) Sonagar Fly over Ganjkhwaja-Chandaulu-Majwar (8.5 kms)	Karamvasa-Saidraja 8.29 km Dos-Pahleja 4.4. kms		
12.	Jhptardal-Guskara	15	12.85	0			Jhaptardal-Guskara (15 kms)		
13.	Kiul-Jamalpur-Bhagalpur			0	Nathnagar-Murarpur (4.89 kms)				
III.	**Northern**								
14.	Rohtak-Samargopalpur Kinana-Barsola; Ghaso-Jakhal	76	67.21	68	Rohtak-Jakhal (11 kms)				
15.	Rampur-Bareilly	63	45.88	23		Milak-Bhitaura (21 kms)	Bhitaura-Bareilly (19 kms)		
16.	Rampura Cabin-New Azadpur	6	4.98		Rampura Cabin-New Azadpur (8 kms)				
17.	Tilak Bridge-Hazarat Nizamuddin Third Line	5	3.96		Tilak Bridge-Nizamuddin (5 km)				
IV.	**N.E. Rly**								
18.	Karpuri Gram-SIHO	26	21					Karpuri Gram-SIHO (26 kms)	
V.	**N.E. Rly.**								
19.	Barsoi-Dalkhola & Dhulabari-Aluabari	34	32.5	26	Telta-Dalkhola (8 km)				
20.	Aluabari Road-Kishanganj New Jalpaiguri-Ambari-Falakatta	40	41.62			New Jalpaiguri-Ambari Falakatta (9 km)	Aluabari-Kishanganj (31 km)		

VI.	**Southern**								
21.	Whitefield-Bangarapet Kuppam	81	108.1				Whitefield Malur (20 km)	Malur-Bangarapet (27 km)	Bangarapet-Kuppam(34 kms)
22.	Kayamkulam-Quilon	41	42.17	93-94	Kayamkulam-Karunagapalli (14 km)	Karunagappally-Quilon (27 km)			Quilon-Trivandrum (65 kms)
23.	Quilon-Trivandrum Central	65	81.23						
VII.	**S.C. Rly.**								
24.	Tandur-Malkhaid Road	46	38.29		Serim-Malkhaid Rd. (12.40 km)				
25.	Raichur-Matmari & Kosgi-Kupgal	31	18.92	31					
26.	Vikarabad-Tandur	41	46.84	0		(i) VKB-Godamgura 8.3 km (ii) Godamgura-Mailaram 6.73 km (iii) Mailaram-Dharur 5.74 kms (iv) Rukmanpur-Tandur (10.99 km (v) Dharur-Rukmanpur 9.65 kms			
27.	Malkhaid Road-Wadi	25	20.14	9.18		Sulehalli-Chitapur 6.01 kms Chittapur-Malkhaid Rd 9.67 kms			
28.	Thangundi-Chegunta	43	33.95	23	Thangundi-Chegunta (43 kms)				
VIII.	**S.E. RLY**								
29.	Ambodala-Bissamcuttack & Tirubali-Gumada-Patch Doubling	100	78	0	Ambodala-Gumada (92 km)	Rayagada-Ladda (10 kms)			
30.	Gumada-Bobilli	38	30.07	0		Gumada-Bobbili (37 km)			
31.	Joranda Road-Hindol Road	28	24.17	0	Joranda Road-Dhankanal (9 kms)		Sadashivpur-Hindol Rd. (9km) Dhankanal-Sadashivpur (10 kms)		
32.	Bobbili-Gajapatinagaram	32	29.28	0		Bobbili-Gajapatinagaram (32 km)			

Sl. No.	Railway/Name of the Work	Length (in kms)	Estimated Cost (Rs. in crores)	Kms Opened upto 31.3.93	Schedule of Completion				Spill over to IX Plan
					1993-94	1994-95	1995-96	1996-97	
33.	Bilaspur-Akaltara-Third Line	27	25.68	0		Bilaspur-Akaltara-Third Line (32 kms)			
34.	Talcher-Hindol Road	32	29.25	0		Talcher-Hindol Road (32 km)			
35.	Gajapatinagaram-Vizianagaram Patch Doubling	22	22				Gajapatinagaram-Vizianagaram Patch Doubling (22 kms)		
IX.	**Western**								
36.	Maksi-Bairagarh	39	57.03	0	Frozen				
37.	Anas Bridge, Panchpiplia Tunnel & Mahi Bridge - Three Single Line Stretches	3	11.05	1	Panchpila Tunel (1)	Mahi Bridge (1 km)	Anas Bridge (1km)		
38.	Vasad 'A'-Vasad-Mahi Bridge No. 624	1	6.97	0	Vasad 'A'-Vasad-Mahi Bridge No. 624				
39.	Pirumroad-Bercha & Bolai-Akodia	23	2.71	0	Bolai-Akodia (12 kms)	Pirumroad-Bercha (11 km)			
40.	Bairagarh-Bakanian Bhaunri & Bakanian Bhaunri-Phanda	16	16.2	0		Bakanian Bhaunri-Phanda (8 kms) Bairagarh-Bakanian Bhaunri (8 kms)			
41.	Kalapipal-Phanda	41	51.04				Frozen		
	Total	1425	1460.54	264.95	304.96	375.78	134.34	53	—